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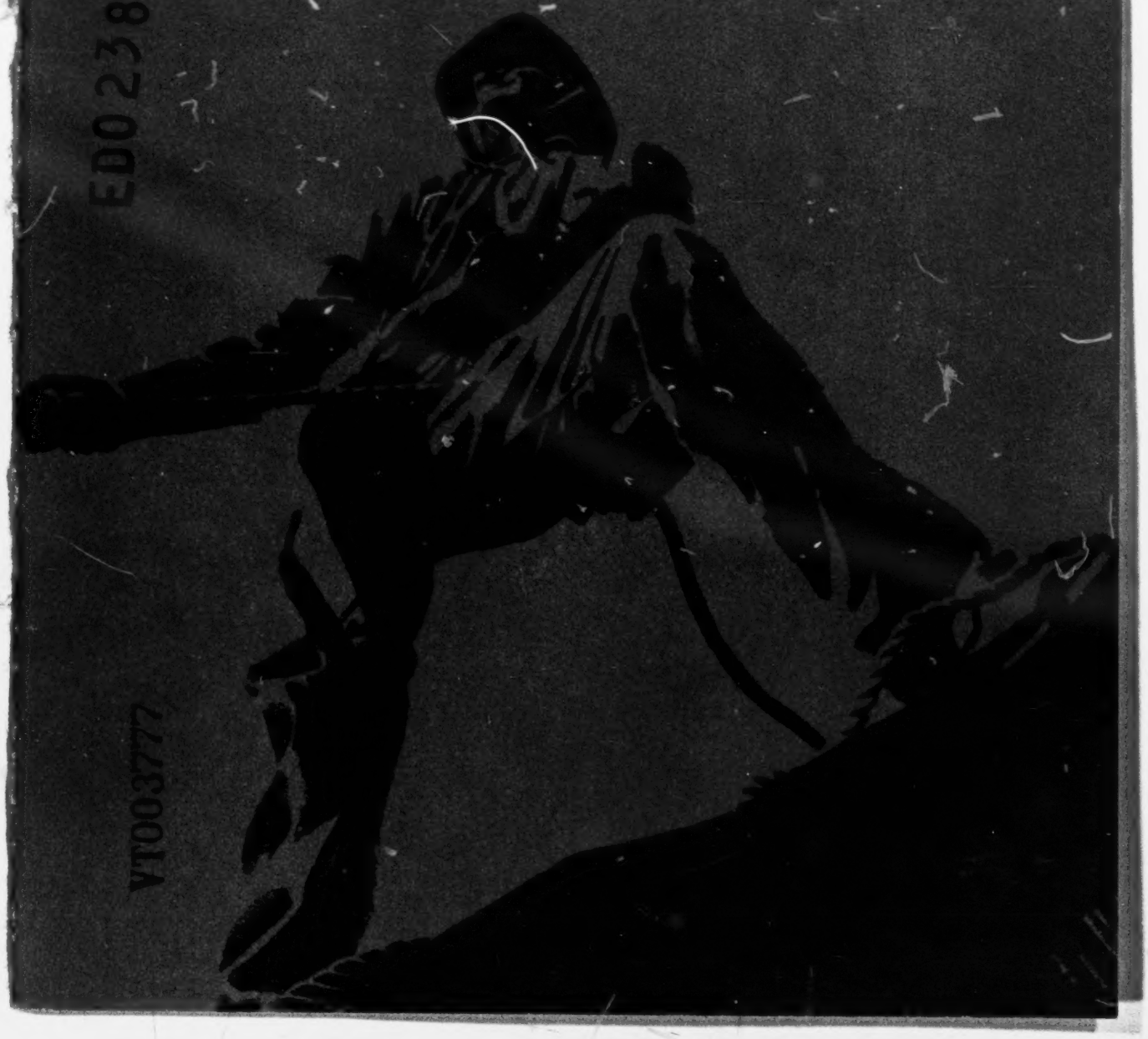
A general discussion of the history of the Title II training program briefly reviews accomplishments from its beginning in August 1962 through the end of 1966. During this period, training opportunities under institutional, on-the-job, and combination programs were authorized for over 835,000 persons at a cost of over $1 billion. Training was conducted in all the major occupational groups and in more than 1,300 different occupations. About four-fifths of the graduates surveyed during the first year after training completion reported that they were employed. In response to changing labor market conditions, significant amendments to the Act were passed by Congress in 1963, 1965, and 1966, making it a dynamic and flexible statute to serve the Nation's ever-changing manpower profile. Manpower training presently focuses on the two major problems or emerging skill shortages in the economy and the serious employment problems of the disadvantaged, with about two-thirds of the program effort being directed toward the latter problem. The present program emphasis will continue along with some new activities such as training for the part-time employed and for prison inmates, both results of the 1966 amendments to the Act. (ET)

# THE MANPOWER DEVELOPMENT AND TRAINING ACT:

## A REVIEW OF TRAINING ACTIVITIES



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# THE MANPOWER DEVELOPMENT AND TRAINING ACT:

# A REVIEW OF TRAINING ACTIVITIES

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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August 1967

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Manpower Administrator

# PREFACE

In 1962 the Congress passed the Manpower Development and Training Act to provide for occupational training of unemployed and underemployed workers. The MDTA also provided for a broad foundation program of manpower and automation research. This booklet presents a general discussion of the history of the title II training program and a brief review of its accomplishments from the program's beginning in August 1962 through the end of 1966.

For persons seeking more detailed material on the training program, a bibliography is included. Information on the title I research program may be obtained from the addresses listed on the inside back cover.

Material in this booklet is taken in large part from a presentation by William Mirengoff, Deputy Director, Office of Manpower Policy, Evaluation, and Research, at the Joint Telephone Conference held for staff members of the Department of Labor; the Department of Health, Education, and Welfare; and the Office of Economic Opportunity, September 26-28, 1966.

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## Background of the Act

In early 1962, when the Congress passed the Manpower Development and Training Act, our national economy was characterized by severe unemployment, with several million jobless persons available for work. At the same time, employers were posting thousands of unfilled jobs. The MDTA was designed to help these unemployed workers qualify for jobs and to provide the trained workers needed by the Nation's employers. Its title II training program was established to provide the opportunities for workers whose occupations had become obsolete to attain new skills, to assist young people with little or no skills or job experience to enter the world of work, and to attack the special employment problems of the disadvantaged.

The act was responsive to a need created by a number of economic developments: The emergence of new processes and products and the decline of older ones; the introduction of automation and other technological processes to many plants; shifts in plant location and market demand; the effects of foreign competition; and the entry of almost unprecedented numbers of youth into the job market.

One of the most pervasive job market developments has been the gradual upward shift in the occupational requirements of the Nation's employers. Partially as a result of the impact of new technologies, there has been a steady decline in the

number of jobs for unskilled and semiskilled workers and a rapid rise in the openings for skilled, technical, and professional workers.

The MDTA was the first specific manpower legislation enacted since the Nation committed itself to the pursuit of full employment in 1946. In the Employment Act of 1946, the Congress declared it to be "the continuing policy and responsibility of the Federal Government to use all practicable means . . . to coordinate and utilize all its plans, functions, and resources . . . to promote maximum employment, production, and purchasing power." The importance of training or retraining in achieving better utilization of the Nation's work force—and thereby fuller employment—was recognized in a limited way in the 1961 Area Redevelopment Act. This act provided for loans and grants to communities and community organizations to stimulate growth and use of local resources and thereby contribute to local economic expansion. Sections 16 and 17 of the Area Redevelopment Act provided for job-oriented training programs for the unemployed and underemployed in specially designated "Redevelopment Areas." Payment of training allowances during the course of instruction was authorized. Redevelopment area training is now incorporated into the MDTA training program, as directed in the 1965 MDTA amendment repealing the training provisions of the ARA.

## Related Legislation

Since the MDTA was enacted, the Congress has passed other important manpower legislation. The Vocational Education Act of 1963 authorizes Federal grants to help States (a) maintain, extend, and improve existing programs of vocational education, (b) develop new programs of vocational education, and (c) provide part-time employment for youths who need earnings from such employment to continue their vocational training on a full-time basis. It is intended to help persons of all ages—those in high school, those who have

completed or discontinued their formal education, those who are preparing to enter the labor force, those who need to upgrade their skills or learn new ones, and those with special educational handicaps.

The Economic Opportunity Act of 1964 provides for education, vocational training, and useful work experience through the Job Corps, the Neighborhood Youth Corps' work-training programs, and work-study programs and related activities.

## MDTA in Operation

Title II of the MDTA promotes and encourages development of broad and diversified training programs (including on-the-job training) to qualify for employment persons who cannot get full-time jobs without such training.

The MDTA is administered jointly by the Secretary of Labor and the Secretary of Health, Education, and Welfare. At the national level, responsibility is discharged for the Department of Labor by the Manpower Administration. The corresponding Department of Health, Education, and Welfare arm is the Office of Education.

These two Departments enter into agreements with appropriate State agencies to provide facilities and services to implement the training programs. Most Department of Labor services are provided by the State and local Employment Service offices and by Federal and State apprenticeship agencies. State vocational education agencies provide facilities and services for the Department of Health, Education, and Welfare. But each Department has the authority to contract with private organizations under certain circumstances in order to carry out the purposes of the act.



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Funds appropriated for training programs are apportioned among the States according to standards set in the act. These standards reflect assumed need for training as indicated by level of employment and unemployment in relation to the Nation as a whole.

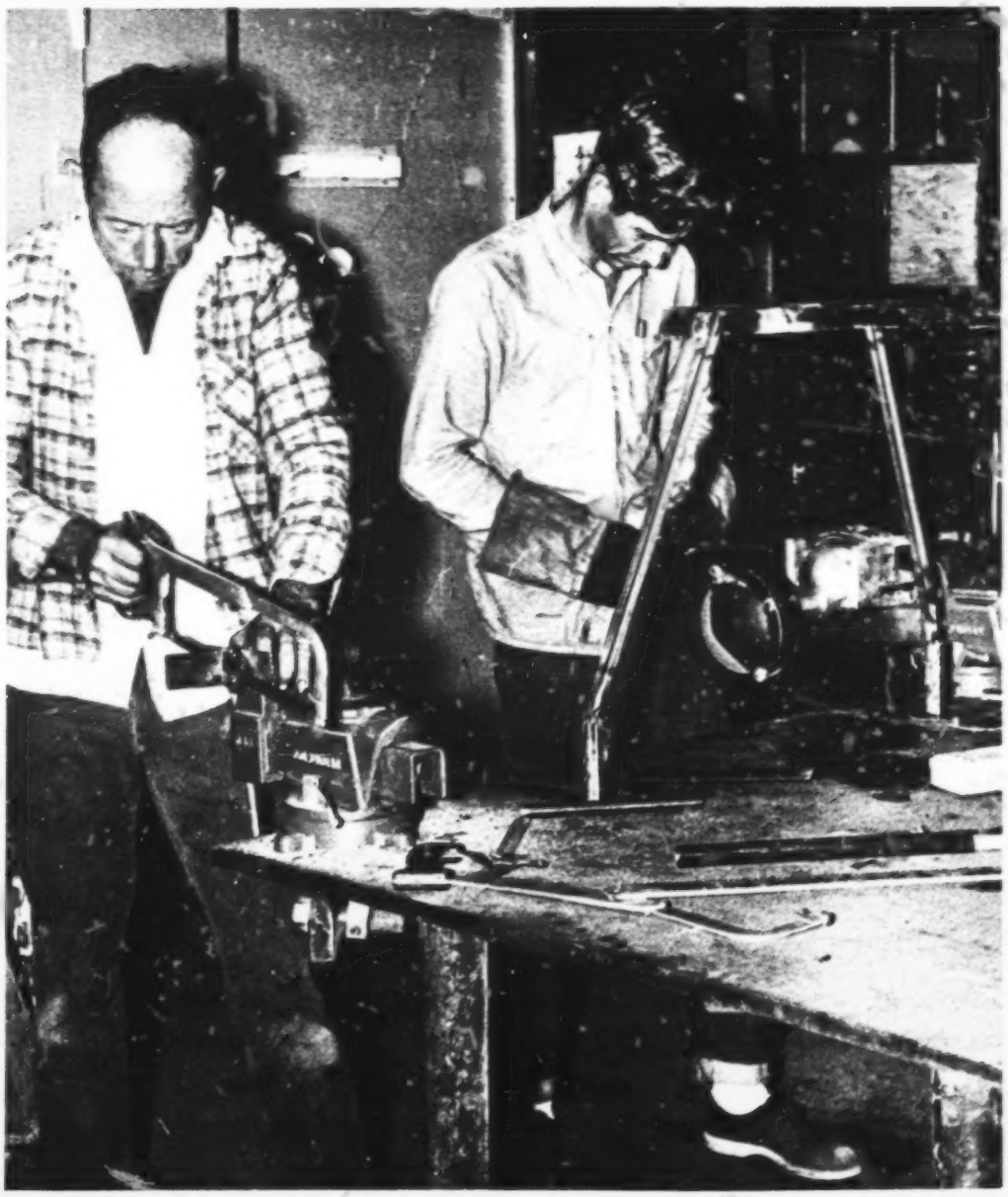
## How Training Projects Develop

Two basic training methods are used under MDTA—institutional training and on-the-job training, although there is an increasing tendency to combine features of both. Under the institutional program, training is usually conducted in classroom groups in public vocational education facilities. On-the-job training most often utilizes the instructional capability, plant equipment, and facilities of the Nation's employers.

In addition to these programs, there was a limited experimental and demonstration program conducted under title II during fiscal years 1964 and 1965 (until July 1965). This program is now continued under title I, with allowances and some instructional costs paid from title II funds. Through using largely untried techniques, it seeks to test new ways of solving old manpower problems. Techniques proved successful are then applied on a broader basis to regular training and other manpower programs.

Institutional training projects may originate at the community level from a need recognized by a government agency, civic group, nonprofit organization, or local manpower or training advisory group. Training may be undertaken in response to a specific need for filling job vacancies in virtually any industry or subprofessional occupational field. First, however, the local public Employment Service office verifies, usually through a survey of employers, that such a need exists and that there are likely to be enough unemployed or

underemployed workers available to undertake training. Simultaneously, or soon thereafter, the local vocational education agency ascertains the availability of training facilities,



Welder trainees learning and earning in an on-the-job training project.

equipment, and appropriate instructional staff, and develops the appropriate curriculum and training material required for the course.

Once a project is approved, potential trainees are interviewed by the local public Employment Service office. Through established procedures, including counseling and testing, the Employment Service staff determines the appropriate training courses for the trainees and their eligibility for training allowances. When trainees have completed their scheduled course of instruction, the Employment Service office provides further counseling, if needed, and placement services. During the ensuing year the Employment Service follows up on their subsequent employment experience at regular intervals.

Employers or other responsible persons or groups, such as trade associations, labor unions, and industrial and community organizations, usually initiate on-the-job training projects. They may enlist the aid of the Bureau of Apprenticeship and Training or its authorized representative in preparing a training proposal which covers one or more occupations. When a training proposal is approved, a contract is then signed between the training sponsor and the Department of Labor. Potential trainees may be proposed by the employer but must be interviewed by the local Employment Service office to determine their aptitudes in the skills of the training occupations and their eligibility for training allowances. Persons completing on-the-job training normally continue in the employ of those training sponsors who are employers.

Recently, the trend has been toward development of programs which couple on-the-job training with classroom instruction.

## Training Results

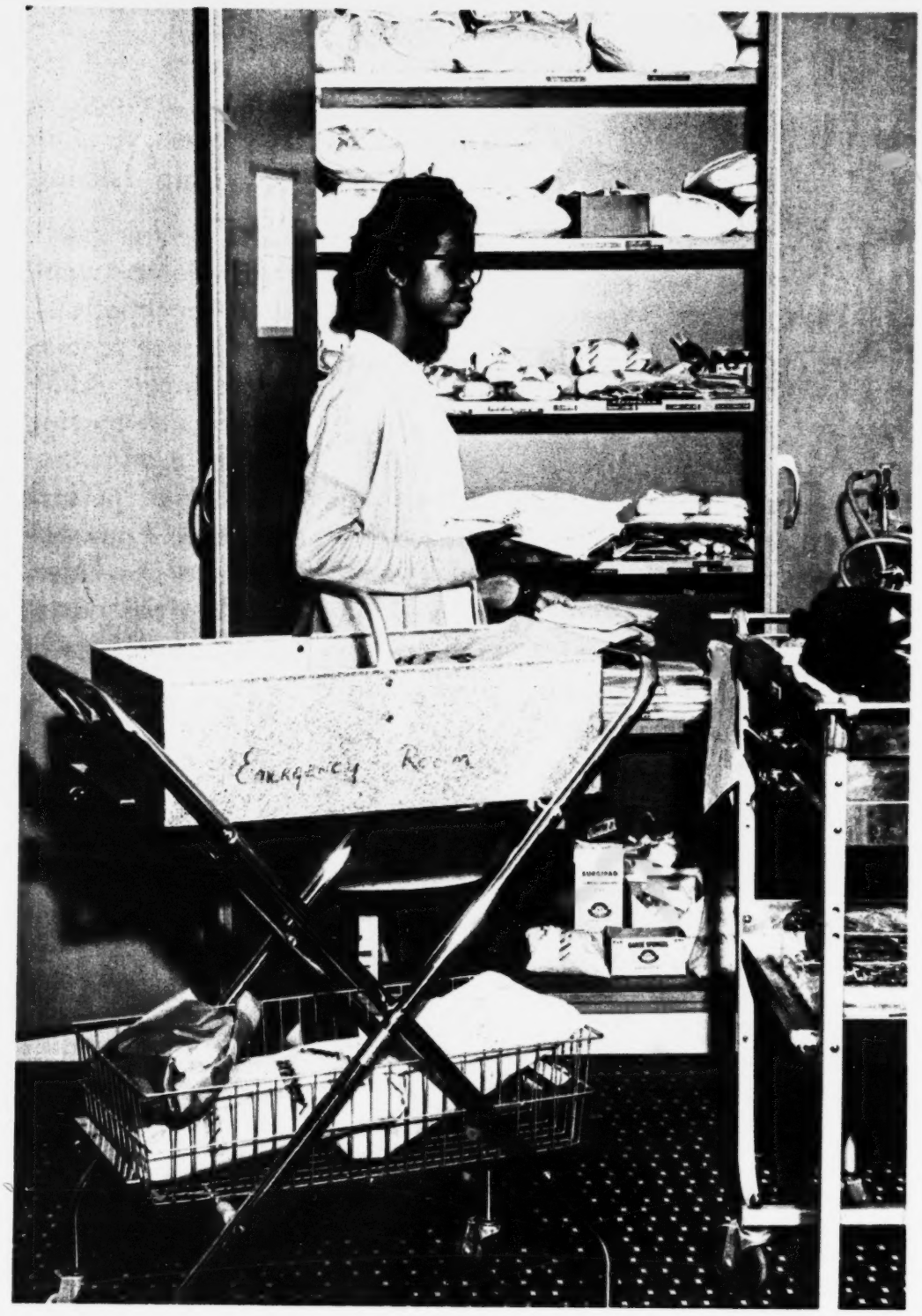
From the program's operational beginning in August 1962 through December 1966, training opportunities (including sec-

tion 241 redevelopment area training) under institutional, on-the-job, and combination programs had been authorized for over 835,000 persons at a cost of over $1 billion. Programs had been conducted in every one of the 50 States, and in the District of Columbia, Puerto Rico, the Virgin Islands, and Guam.

Training has been conducted in all the major occupational groups and in more than 1,300 different occupations. These occupations range from beautician and appliance repairman to draftsman and programer for data processing. Additionally, refresher training was given in professional nursing and efforts are underway to expand it to other professions. Among institutional programs, the largest number of persons was authorized for training for auto mechanic/auto-body repairman, stenographer, general machine operator, welder, nurse aide/orderly, clerk typist, and licensed practical nurse. Among on-the-job training programs the largest number was for aircraft sub-assembler, nurse aide/orderly, welder, and general machine operator.

In this period of time, close to 600,000 persons have enrolled in training and about 337,000 have completed their courses. About four-fifths of the graduates surveyed by local Employment Service offices during the first year after completion of training reported that they were employed.

In addition to refurbishing the skills of the Nation's unemployed and getting them back into the economic mainstream, MDTA training is giving them a "leg up" on the occupational ladder. For example, in 1965 about 10 percent of MDTA institutional trainees were preparing for subprofessional and technical occupations, whereas only 3 percent of them had such jobs prior to training. The contrast was even greater in the skilled occupational category. Only 6 percent of the trainees worked in skilled jobs before enrollment, but about 30 percent were being trained for entry jobs at this level.




An MDTA nurse aide graduate successfully employed in a hospital emergency room.

As might be expected, this movement up the job ladder was accompanied by increased earning power. A recent survey of persons who had completed institutional training revealed a general upward shift in their earnings when compared with their pretraining wages. For the group as a whole, median earnings advanced about 25 cents an hour. The advances were greatest among those persons whose pretraining earnings had been at marginal levels.

## Characteristics of MDTA Trainees

To determine the extent to which MDTA training is meeting program goals, data are collected on a number of socioeconomic characteristics of enrollees. These data show that out of every 10 persons enrolled:

- Almost four were 21 years of age or younger.
- Six were male.
- Almost five were high school dropouts.
- One was handicapped.
- Three were nonwhite.
- Five were head of the family and the primary wage earner.
- Over eight were unemployed at the time of referral to training.
- Of those unemployed, almost three had not worked for 6 months or longer.
- Almost two were unemployment insurance claimants.
- Almost four had two or more dependents.

- Six had worked in gainful employment for 3 or more years.

- Six were eligible for a training allowance and of all those eligible, 3 out of 10 were eligible for "augmented" allowances because of dependents.

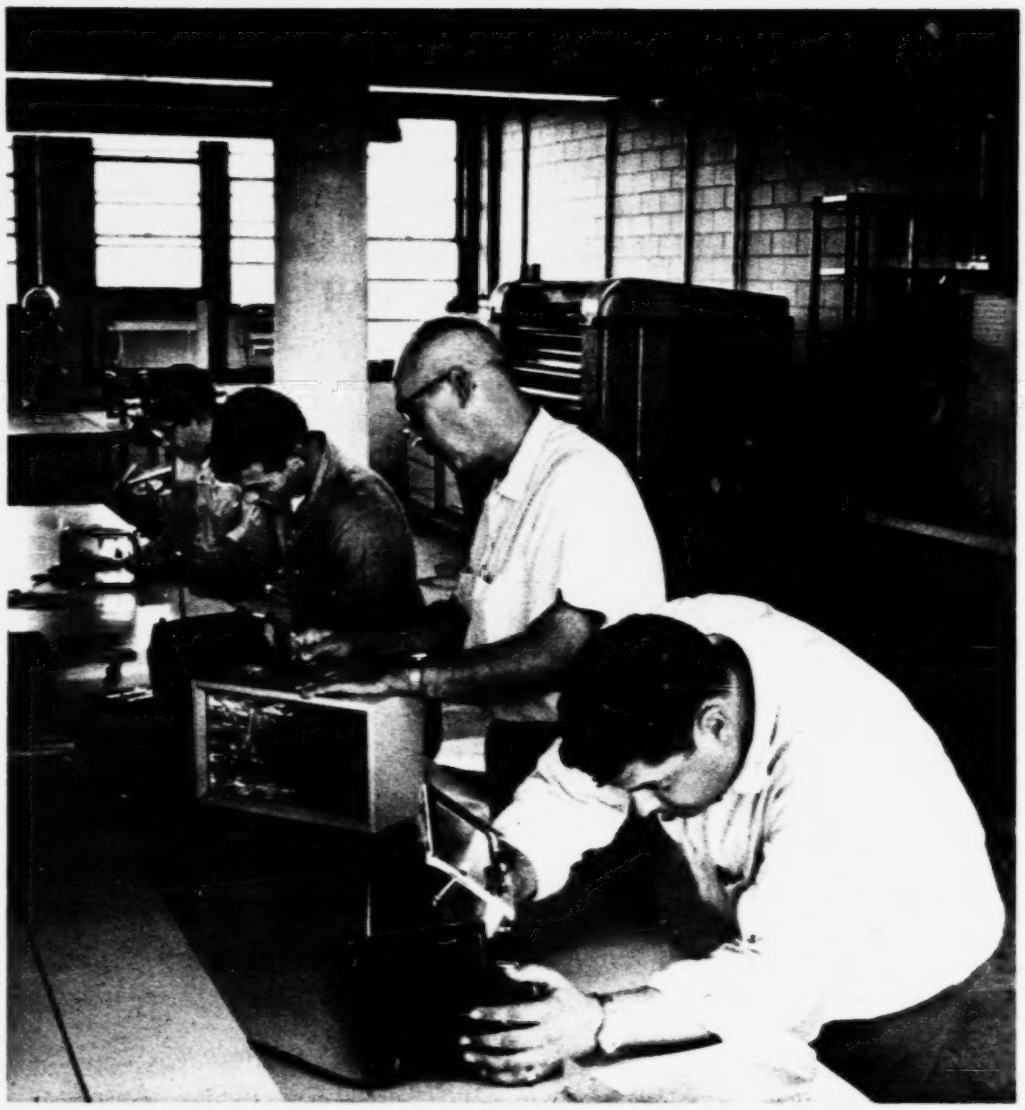
In general, the on-the-job training program has had a smaller proportion of women, nonwhites, hard-core unemployed (those who were jobless at least 6 months prior to referral to training), and the poorly educated than the institutional program.

## Legislative Changes

Early experience under the MDTA amply demonstrated its effectiveness as a manpower development tool but at the same time revealed certain limitations in its original provisions. In response to manpower changes and needs as they emerged and were perceived, significant amendments to the act were passed by the Congress in 1963, 1965, and 1966, making it a dynamic and flexible statute to serve the Nation's ever-changing manpower profile.

The December 1963 amendments provided funds and authority for basic literacy training associated with skill training; lowered the age limit for youth training allowances; and enlarged the proportion of program funds available for youth allowances. They reduced the allowance-eligibility requirement on work experience from 3 to 2 years and permitted any unemployed member of a household with an unemployed head to receive a training allowance. Further, the amendments increased the amount of dependency allowance; permitted part-time employment (of up to 20 hours per week) for persons in institutional training without reduction in training allow-

ances; provided for greater program flexibility through use of private training facilities; and authorized an experimental labor mobility program.



Four veterans prepare themselves for skilled jobs in an MDTA appliance repair course.

By 1965, operating experience pointed to further amendments needed for a comprehensive manpower program. Specific

authorization was provided for experimental and demonstration projects to test new methods for meeting the employment problems of various disadvantaged worker groups.

New emphasis was given to labor mobility demonstration projects. Authority to conduct such projects was extended for several years, and the amended legislation liberalized authority on types of financial and related assistance which could be provided the unemployed workers receiving relocation aid in the pilot projects.

Federal assistance for active job development in service and related occupations was authorized. And a pilot program was added to experiment with placing persons who have difficulty in securing the indemnity bonding required for certain types of employment, usually due to police records.

The 1965 amendments also extended the life of training program activities from June 30, 1966 to June 30, 1969. They postponed until fiscal year 1967 the time when States must contribute to costs. The proportion States must contribute was lowered from 50 percent to 10 percent and this contribution may now be "in kind" rather than in cash.

Another amendment encouraged the use of private facilities for institutional training by allowing Federal funds to be expended for training in such facilities when the cost would be substantially equivalent to instead of below that of training in public facilities. The period for which training allowances can be paid was extended from a maximum of 1 year to 2 years. Other provisions governing allowances were modified to facilitate enrollments of trainees and encourage a higher rate of completions.

MDTA trainees at the Metropolitan School of Tailoring in Chicago.

Amendments passed by the Congress in November 1966 added significant new facets to the MDTA program. An experimental program of part-time training (including employed

persons) to meet problems of critical skill shortage is authorized. A pilot program for the vocational training of inmates of Federal, State, and local correctional institutions is included. A special program to meet the training needs of workers 45 years old and over is also provided. The State apportionment formula is altered to apply to only 80 percent of the appropriated funds, allowing the Secretary of Labor to use the other 20 percent to meet special needs.

Other 1966 amendments provide for medical assistance of up to $100 per person for individuals who need physical examinations, treatment, or prosthesis in order to be referred to skill training; and allow training in skills peripheral to actual work but essential to finding employment. Additionally, the new legislation relaxes certain requirements for qualifying for training allowances, by such means as lowering the requisite period of attachment to the labor force from 2 years to 1 year.

## Program Administration

Several of the amendments and many of the administrative actions taken to implement them were designed to achieve a balance in the MDTA program and better meet the needs of the unemployed and the disadvantaged. Thus the socioeconomic characteristics of the persons selected for training have reflected shifts in policy. At the outset of the program, most enrollees were family heads who had a strong attachment to the labor force and who had been unemployed for a long time. A subsequent thrust was in the direction of serving more youth; with emphasis directed especially to the selection of the disadvantaged for MDTA training.

Program experience showed that no single factor necessarily renders a person disadvantaged. But the presence of two or more factors was usually found to spell trouble in the

job market. The factors determined to be significant in this regard were: Age (45 years and over); low educational attainment (no higher than 11th grade); a physical, mental, or emotional handicap; recipient of public assistance; color (nonwhite); and unemployed for an extensive period (15 weeks or longer) or member of a low-income farm family.

A tally of some 360,000 persons enrolled in institutional training in the first 4 years shows that 44 percent were characterized by two or more of these factors. The factor which appeared most frequently was that of low educational attainment, followed by long-term unemployment, and color. Much further down the scale were public assistance recipient, older worker, and handicapped.

Emphasis on service to the disadvantaged has resulted in some shifts in the profile of MDTA trainees. For example in the institutional program between 1963 and 1966, there was a step-up in the training of nonwhites (up from 27 to 40 percent) and persons with less than high school education (up from 42 to 53 percent).

## Significant Program Developments

In order to carry out the spirit and letter of the mandate from the Congress, MDTA program planners and administrators have originated a number of fairly unique activities. Some of these program facets are described below.

### Institutional Multioccupational Projects

The multioccupational project is one of the training techniques for "total preparation for work." These projects ordinarily provide various types of prevocational preparation

to lay the groundwork for effective occupational training. Services such as special testing and counseling, along with basic education and communications skills training, normally precede or are conducted concurrently with training in one or more occupations. There is often a "work tryout" in which trainees are given orientation in several fields or types of work to determine their interest and aptitude before assignment or referral is made to vocational training in a single skill.

Multioccupational training has been particularly effective in assisting the disadvantaged unemployed who need such multiple training services tailored to individual needs. In 1965, about one-third of all trainees in the institutional program were enrolled in this type of project. In 1966 this proportion had risen to about 39 percent.

## Basic Education

Early experience in the MDTA programs showed that many of the unemployed could not benefit from job training programs because they could not read, write, or do simple arithmetic. Thus, the same persons who were unemployable because they lacked command of these fundamental processes were also ineligible for job training because it requires varying degrees of competence in language and number skills.

The extent to which basic education training has been utilized was revealed in a 1965 Bureau of Employment Security survey. Of 49,700 enrollees in multioccupational projects, 34,200, or 69 percent, were receiving basic education instruction. Of 5,900 trainees in 134 single-occupation projects, 3,800, or 64 percent, were in basic education classes. An even larger proportion of enrollees in special youth projects were receiving basic education—22,300, or 82 percent, of a total enrollment of 27,100. Experience under the MDTA has proved that motivation for occupational competence is apt to induce an earnest and successful pursuit of basic academic skills.

The schoolroom again—for workers who need basic education instruction in order to benefit from job training.

The extent to which basic education is called for is revealed in 1960 census figures showing some 3 million totally illiterate Americans over 18 years of age, 900,000 of whom were in the labor force. And there were 11 million who have not completed the fifth grade, 25 million who have not completed the eighth grade, and 58 million who have not completed high school.

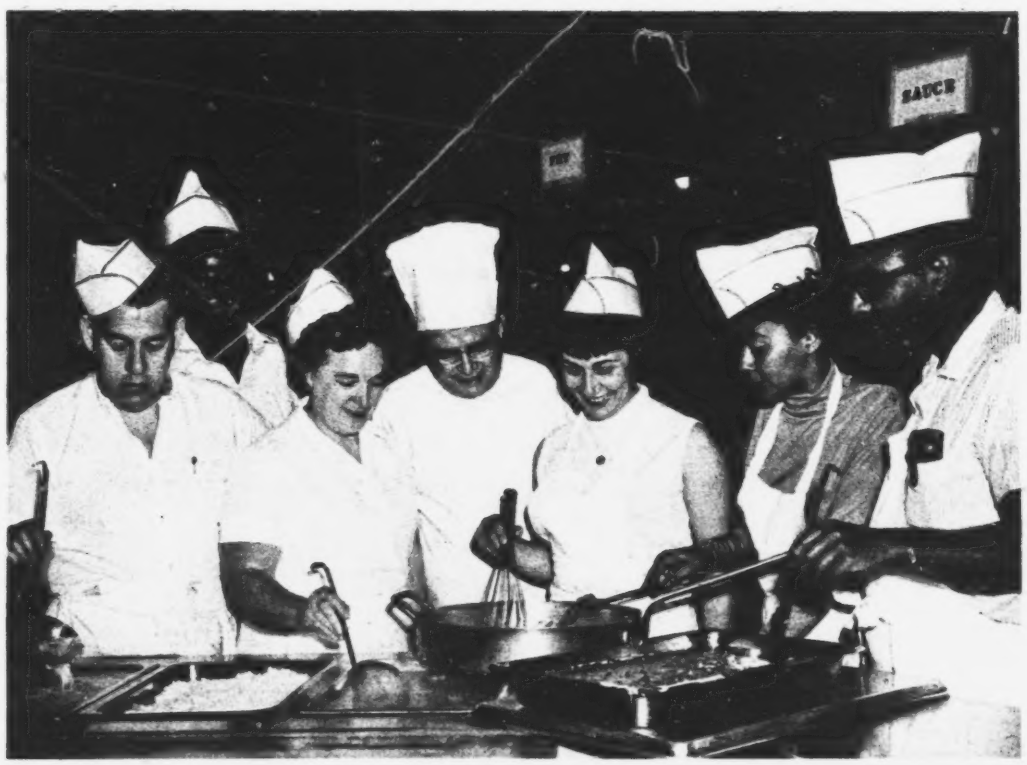
## Less-Than-Class-Group Referrals

The individual referral process was given added impetus by the 1965 amendment encouraging use of private facilities for institutional training. This valuable MDTA procedure, sometimes known as "less-than-class-group" referrals, is used when formation of a full class-group of trainees is impractical.

Individual referrals are especially useful in providing timely training for individuals who might otherwise have to wait an inordinate length of time for group training to be organized. Frequently, private training facilities are used in these cases. This procedure is also valuable in lightly populated areas where both the supply of and demand for workers is too small to justify group training, and in areas of labor scarcity where recruitment of full class-groups is difficult.

## OJT: National Contracts and Community Contracts

In the area of on-the-job training, one of the interesting developments has been the creation of new patterns of training sponsorship to supplement the training given under the conventional single-establishment training facility.




Training as cooks—a secure future for these members of an OJT project.

One of these is the national contract. This may involve a large corporation, trade association, or labor group sponsoring training under a master plan which is then implemented in local training facilities. One outstanding example is the American Hospital Association's sponsorship of training for 8,000 persons in various hospitals for a variety of unlicensed occupations.

Community organizations are also used to sponsor training, enlisting the cooperation of an area's employers with whom they subcontract to provide training and job opportunities. The Urban League, for example, has been involved in a number of these contracts which follow the multioccupational pattern to develop training opportunities for disadvantaged youth.

During 1965, over half of all on-the-job training approved was under group rather than individual employer sponsorship.

## Cooperative Area Manpower Planning System

The Cooperative Area Manpower Planning System provides for coordination and systematic planning and implementation of manpower and related programs by selected major metropolitan areas within States and by all the States. CAMPS encompasses the wide range of manpower and related services for the unemployed and underemployed, including the poor, supported by five Federal agencies—the Departments of Health, Education, and Welfare; Commerce; Housing and Urban Development; and Labor; and the Office of Economic Opportunity. Skill-training and related services—such as counseling, remedial education, help with attitudinal and health problems, and job development and placement assistance—are the substance of the programs. The metropolitan labor areas participating in CAMPS are required to develop comprehensive manpower development program plans and procedures for the upcoming year, for review by the State Man-

power Coordinating Committee. The State committee incorporates area plans into one overall State manpower plan. The State plan is then approved at the regional level, by Federal officials representing the relevant programs, according to national guidelines designed to insure maximum coordination and effective planning of area and State manpower activities.

CAMPS was instituted in fiscal 1968 and is an expansion of the National-State Manpower Planning System initiated the previous year. The National-State System was limited to selected programs within the Office of Economic Opportunity, the Office of Education (Department of Health, Education, and Welfare), and the Department of Labor, and it did not provide for initiation of planning at the area level.

## Youth Opportunity Centers

Youth Opportunity Centers—an outgrowth of the youth services which have always been a part of the function of Employment Service offices—are special centers which have been established within the Employment Service network to serve the needs of youth exclusively. The Youth Opportunity Centers are a major step taken to meet the serious problem of youth unemployment, giving specialized attention and personalized services to youth needs. They serve vast numbers of disadvantaged youth, predominantly school dropouts, providing guidance, counseling, social, medical, and other services and channeling youth into training and jobs, or encouraging them to resume their schooling. Each Youth Opportunity Center is a focal point for coordinating the various community youth services and programs and bringing them to young people. These centers—140 of them at the end of June 1966—are, for the most part, located in major metropolitan areas but maintain an outreach program for youth in smaller and rural localities.

In fiscal year 1966—the first full year of operation for most centers, YOC's referred over 116,000 young people to

manpower development programs. Of these referrals, 28,000 were to MDTA projects, 14,000 to the Job Corps, and 74,200 to the Neighborhood Youth Corps.

## Redirection and Outlook

The downtrend in the rate of unemployment since 1962 and the characteristics of both the unemployed labor force and job market conditions have dictated a redirection of the MDTA training program. Manpower training now focuses on two major problems: The emergence of certain skill shortages, and the serious employment problems of the disadvantaged. The training effort during fiscal year 1967 was, therefore, planned to be deployed as follows: Roughly one-third of the program to provide training to mitigate the intensity of skill shortages, and two-thirds to promote employability and job opportunities for the disadvantaged. It is estimated that about 250,000 persons will have been authorized for training—125,000 each under institutional and on-the-job training programs—at a cost of not quite $350 million in the fiscal year. Fiscal year 1968 should see, in general, a continuation of 1967 program emphasis. And a number of new programs will begin operations to implement 1966 MDTA amendments, such as those providing for part-time training and training for prison inmates.

In more than 4 years the MDTA training program has grown from an experimental, pilot effort to an established, major element of the Nation's manpower policy. While it is not intended to—nor, indeed, can it—solve all our manpower problems, it has had an important impact on these problems and has pointed the way toward the solution of some of them.

Although the employment picture has changed greatly since 1962, the original purpose of the act remains of primary importance. A useful job for every worker needing one and an adequate supply of trained manpower continue as the two basic national needs on which MDTA action will be focused.

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## WHERE TO GET MORE INFORMATION

Copies of this publication or additional information on manpower programs and activities may be obtained from the U.S. Department of Labor's Manpower Administration in Washington, D. C. Publications on manpower are also available from the Department's Regional Information Offices at the addresses listed below.

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